



# Communi<sup>INS</sup>que

Volume 21, Number 8

August 1998



**'Stay Out,  
Stay Alive'**



## Department Report Rejects

### 'GATEKEEPER' MISCONDUCT ALLEGATIONS

Concludes INS, Border Patrol Did Nothing to Mislead the Public

A 346-page report released in mid-July by Department of Justice Inspector General (IG) Michael Bromwich has rejected allegations made in 1996 regarding misconduct and fraud in con-

California State Assembly subcommittee in July 1996, and again before a congressional subcommittee in August of that year.

All of the allegations were refuted by the IG's report, with Bromwich concluding, "After a thorough and wide-ranging investigation, we can say with confidence that neither INS nor Border Patrol personnel participated in any organized effort aimed at falsifying records, preventing agents from performing their duties, or misleading the public" about what had been accomplished. The report did say, however, that poor communication between Border Patrol managers and line agents concerning the mission, strategy, and goals of the operation created an "atmosphere of suspicion" on which the allegation of fraud could thrive.

**The INS Response.** "The report concludes with a statement—with which we concur—lauding the hard work and dedication of the Border Patrol in its efforts to control illegal immigration in the San Diego sector," Commissioner Meissner said when the findings were released. "Borders that deter illegal immigration, drug trafficking, and alien smuggling—while facilitating legal immigration and commerce—remain our top priority."

She noted that since Operation Gatekeeper was implemented in October 1994, the number of Border Patrol agents in the area it covers increased from 980 to 2,200, the number of land border Inspectors rose from 202 to 523, and the number of underground sensors in place increased from 448 to 1,214. As a result of these resource enhancements, she said, the number of apprehensions has decreased from 450,000 in FY94 to just over 283,000 in FY97, with an additional 48,000 alien smuggling arrests coming as a result of 'Operation Disrupt.'

The Commissioner also said that the Service "has been addressing on an ongoing basis" the communication and training issues detailed in the report, and discussed how improvements in these areas have been incorporated into initiatives such as 'Operation Rio Grande' in South Texas.

*"Borders that deter illegal immigration, drug trafficking, and alien smuggling... remain our top priority."*

**Commissioner Doris Meissner**

nection with the Service's 'Operation Gatekeeper' along the Southern California border.

Examining the results of 364 interviews and more than 100,000 pages of material, "led us to the conclusion that the allegations have no merit," Bromwich said in presenting the results to the Attorney General. "Our exhaustive investigation found no evidence of fraud in the actions of Border Patrol and INS management, or any conspiracy to deceive the public about the success of the initiative."

According to the Department, the investigatory team examined allegations that the Border Patrol falsified apprehension reports and suppressed agents' apprehension efforts in an attempt to deceive the public about the operation's effectiveness. The investigation was begun in July 1996 at the request of then Deputy Attorney General Jamie Gorelick "after two officials from the National Border Patrol Council were quoted in a San Diego County newspaper alleging that Border Patrol supervisors falsified records, altered intelligence reports, and conducted operations so as to mislead the public about the program's effectiveness," according to the Department. The allegations were reiterated before a

# Communi<sup>que</sup>

INS

Volume 21, Number 8 August 1998

Standing in front of Commissioner Meissner and Border Patrol Chief Gus De La Viña, Mexican Ambassador to the United States Jesus Reyes-Horoles describes his country's participation in the new U.S./Mexico border safety campaign. (see story on page 5)

## Service Implements Revised Worksite Enforcement Guidelines

*Interim Instructions Took Effect Nationwide May 22*

In a memorandum distributed to the field in late May, INS Executive Associate Commissioner for Field Operations Michael Pearson outlined revised INS worksite enforcement guidelines designed to standardize the process by which such operations are planned and carried out nationwide. The guidelines, which became effective on May 22, will be in place while INS works to finalize its comprehensive Interior Enforcement Strategy that will provide direction, guidance, and priorities for nonborder operations, including worksite enforcement.

The interim instructions detail five areas that have been targeted to become standard operating procedures for worksite enforcement actions. They include: 1) refresher training on INS authority to question and detain individuals; 2) the use of modeling for worksite enforcement investigations; 3) the provision of an on-site INS community liaison officer who would be present during all worksite operations; 3) the development of a standardized written plan prepared for each worksite operation; and 4) community outreach and support-building efforts. Each of these elements is detailed below.

**Refresher Training on Authority to Question and Detain.** Based on the new policy, each field office conducting worksite

enforcement operations was expected to provide refresher training within 45 days of the May 22 memorandum (and periodically thereafter) on the guidance issued by Commissioner Meissner on December 31, 1996 (included as an attachment to the memorandum) regarding the apprehension of aliens during such operations. The training should outline the law of arrest, search, and seizure (Fourth Amendment issues) and is being implemented to standardize Service guidance on the authority of INS agents to question and detain aliens during worksite operations. In addition, according to the policy, preoperational briefings must include specific attention to the December 31, 1996 guidance, as well as an emphasis on treating all individuals with dignity and respect.

**Worksite Enforcement Operation Modeling.** The interim policy also outlines protocols developed to assist in conducting worksite operations. Detailed in an attachment to the memorandum, they are divided into three basic investigative approaches, whose deployment depends on the type of lead INS receives in a particular case. The approaches include: 1) investigation of worksites where employers are believed to be unknowingly employing unauthorized aliens; 2) investigation of worksites where employers

*Continued on page 4*

## What's Inside

<b>Commissioner's Message</b>	
<i>Restructuring Update</i>	2
<b>Headquarters News</b>	
<i>New Worsite Guidelines</i>	3
<i>Public Safety Initiative</i>	5
<b>HQ News Briefs</b>	
<i>F-1 Student Visas</i>	6
<i>Kosovo TPS</i>	6
<i>New STARS Contracts</i>	6
<i>Cardoza Partnership</i>	7
<i>A Retiring Presence</i>	7
<b>News from the Field</b>	
<i>Fighting Benefits Fraud</i>	8
<i>New San Diego Facility</i>	8
<i>El Paso Candlelighters</i>	8
<i>\$2.3 Million Cash Seizure</i>	9
<b>INS News of Note</b>	
<i>Breaking Down Barriers</i>	9
<b>Records Management Update</b>	
<i>A RAPID Update</i>	11
<b>News You Can Use</b>	
<i>Preventing Tuberculosis</i>	12
<b>INS Recruiting Update</b>	
<i>Changing Uniforms</i>	13
<b>Letter from the Field</b>	
<i>Johannesburg Field Office</i>	14
<b>INS Awards News</b>	
<i>Bell Cooperation Award</i>	14
<i>Small Business Awards</i>	15
<b>People on the Move</b>	
<i>Jeffrey L. Weiss</i>	15
<i>Phyllis Coven</i>	15
<i>Andrea Pierce</i>	15
<i>Renee DeShazor</i>	15
<i>Marla J. Belvedere</i>	15
<i>Susan Dibbins</i>	16
<i>Robert V. Looney</i>	16
<b>In Memoriam</b>	
<i>BP Agent Alexander Kirpnick</i>	16



## Worksite Enforcement Guidelines

*Continued from page 3*

are believed to be knowingly employing unauthorized aliens; and 3) criminal investigations. It also clearly states that all operations should be conducted safely and professionally, “in a manner which minimizes the impact to a business during the operation,” while spending as little time as possible onsite, and that each INS team must be comprised of at least two officers.

**On-site Community Liaison Officer.** The policy next states that an INS employee should be onsite during each worksite enforcement operation, acting in the capacity of community liaison officer to respond to questions from concerned individuals. Having this individual onsite will allow the officers to perform the enforcement action, while the liaison officer can respond, for example, to complaints by business managers or the public, as well as answering questions about perceived unprofessional conduct or civil rights violations. The expected skills and responsibilities of the community liaison officer are detailed in the memorandum.

**Standardized Written Operation Plan.** Under the interim policy, a written operation plan must be prepared “prior to the execution of worksite enforcement operations.” While a format for these plans was in the development stages when the memorandum was issued, an “operations checklist” was included as an attachment to assist in plan development. The checklist identifies potential problematic circumstances that might be encountered during an operation and identifies various means of addressing them. After the development of the plan, preoperational meetings should be held to ensure that all officers involved—including those from other agencies—know the details of the plan.

In addition, the interim policy directs that districts should request approval for these plans from the appropriate senior INS officer. For example, operations that must be authorized by the EAC for Field Operations (or the EAC’s designee) include those in which: 1) “persons, subject matters, or places of national prominence, notoriety, or newsworthiness” may be involved; or 2) may, in the judgment of the regional director, “be of sufficient interest to generate inquiries directly to Headquarters.” All other worksite operations must be authorized by the regional director or his or her designee, according to the interim policy.

After-action reports for each operation must also be submitted to the approving official “within 24 hours of the arrest phase” of the action. The compo-

nents of this report are detailed in the memorandum directing the policy. Worksite operations causing a “significant or unusual event” should be reported immediately to the INS Command Center by calling (202) 616-5000. The definition of “significant or unusual event” is also contained in the memorandum, with examples including those in which there is a serious injury to an individual during the action, where an employer or principal business representative of an employer is arrested, or where there is a “significant media presence” during the operation.

**Community Outreach and Support-Building.** Finally, the importance of community outreach to employers, advocacy and civil rights groups, service agencies, civil and church groups, and other organizations is discussed. Districts are directed to conduct outreach meetings and seminars with these groups, on a quarterly basis at a minimum, to improve INS dialog with the public regarding worksite operations. Dialogue and feedback should be encouraged, and several potential topics for discussion are provided, including how the Service conducts worksite operations and what employers should expect during such operations. It is also suggested that the district consider notifying consulates of foreign countries prior to enforcement operations so they can be prepared to interview nationals who are either questioned or detained by the Service.

“We must recognize that the purpose of worksite enforcement is to deter the unlawful employment of aliens in the United States and that any contemplated worksite enforcement actions should be measured against this goal,” EAC Pearson wrote in the memorandum announcing the new policy. “To that end, worksite investigations that involve alien smuggling, human rights abuses, and other criminal violations must take precedence.”

“As officers enforcing the immigration laws of the United States,” he concluded, “we must conduct ourselves professionally, within the scope of our authority, and in a manner which garners public support for our conduct and responsibilities. I know that these instructions may change the way some operations are planned and conducted. However, carrying out our statutory mission to deter the employment of unauthorized aliens...requires a policy that will result in safe, efficient worksite enforcement operations.”

*For a copy of the May 22 memorandum outlining the Service’s interim worksite enforcement policy, contact the regional office to which your district reports.*

## Service Announces Cooperative U.S./Mexico Public Safety Initiative

*Goal is to Save Lives of Illegal Migrants, Agents Along Southwest Border*

Accompanied by Border Patrol Chief Gus De La Viña and Mexican Ambassador to the United States Jesus Reyes-Heroles, Commissioner Meissner hosted a press conference in Washington, DC, on May 16 to outline the Service's new campaign to help protect the health and well-being of aliens and agents along the 2,000-mile United States border with Mexico.

Saying that main thrust of the campaign will be "prevention, search-and-rescue, and identification," the Commissioner identified four areas along the border that will be given immediate attention: eastern San Diego County; the desert regions of Imperial County in California (including the swift-moving All-American Canal); Kenedy County in southern Texas; and the desert area surrounding Yuma, AZ. While accurate numbers of aliens lost along the border are not available, she said, through June of this year alone, 27 migrants had died while attempting to cross the Canal, making it one of the most dangerous areas worked by the Patrol.

### ***A Multi-faceted Initiative.***

Under the new program it is hoped that the number of injuries and deaths will be reduced through a variety of means including: 1) joint binational mapping of dangerous crossing points and the compilation of an annual report of where deaths have occurred; 2) the deployment of new technology (such as lighting and rescue equipment) and personnel in especially hazardous areas; 3) the placement of warning signs at dangerous cross-

ing points; 4) monetary rewards for the arrest and indictment of alien smugglers using dangerous trafficking routes; and 5) coordination with Mexican officials at the border, including the development of special schedules and practices for the return of women and children.

In addition, the Commissioner said, the Service has agreed to work with the Civil Air Patrol (CAP), beginning this summer, to help identify aliens either lost or in need of medical assistance. The CAP, she stressed, has no connection to the military and will not report the location of aliens unless it is believed they are in trouble. Also, a toll-free number has been established that U.S. citizens can call to contact INS and report a migrant who may be in danger.

Finally, working with Mexican consuls and local medical examiners, INS will improve the process by which aliens who have died on the border are identified and their families notified.

### ***A Focus on Safe***

***Communities.*** "This initiative recognizes and advances our efforts to protect the rights and safety of migrants," Ambassador Reyes-Heroles said during the event. "These new efforts will build on the work of our Migrant Protection Groups which began with Grupo Beta in 1991, and focus both governments' attention on the safety of communities on both sides of the border." The Mexican government has already begun placing warning signs in particularly dangerous areas where migrants "stage" before crossing, he said, helping to reduce the potential danger they may face in several border locations.

Calling the campaign a "matter of life and death and...an obligation that we cannot meet alone," the Commissioner said,

*"This is a matter of life and death and...an obligation that we cannot meet alone."*

**Commissioner Doris Meissner**

"This unprecedented effort will become an integral part of our border strategy and will enable us to work together with the Mexican government to make the border safer for both migrants and law enforcement officers." She noted the tragic death of Border Patrol Agent Stephen Starch in 1997 as an example of the dangers that INS agents face while pursuing illegal entrants.

Concluded Chief De La Viña, "Border safety is a two-way street...This effort will enable us to make the protection of [all] human life the highest priority of our border activities."

Following the U.S./Mexico cooperative announcement, Commissioner Meissner designated a border safety coordinator at Headquarters who reports directly to the chief of the Border Patrol. She is Assistant Chief Renee Harris, and she can be contacted by calling (202) 514-3072.

## Service Lifts Employment Restrictions on Some F-1 Students

### MUST DEMONSTRATE SUPPORT COMES FROM ONE OF FIVE ASIAN COUNTRIES

In consideration of the continuing Asian financial crisis that has hit some countries particularly hard, INS has announced it is temporarily lifting certain employment restrictions for students who are F-1 visa holders and whose primary source of financial support comes from Indonesia, Malaysia, the Philippines, South Korea, or Thailand.

The move, formalized by a rule published in the *Federal Register*, is expected to ease the burden on the estimated 80,000 students enrolled in colleges and universities in the United States whose support comes from one of the five Asian countries. Under the special relief act, which went into effect on June 10, eligible students are permitted to work more than 20 hours per week (either on or off campus) while

school is in session. In addition, the requirement that students be in F-1 status for one full academic year before seeking off-campus work has been temporarily lifted. Finally, eligible students will be allowed to take less than a full academic course load (with their school's approval and a specified minimum number of credit hours) and still maintain their student-visa status for the duration of the program.

Once they are admitted into the program, the student's employment authorization will be valid either until the student completes his or her course of study or for one year, whichever comes first. Students maintaining their F-1 status can then apply to renew their authorization.

### Service Includes Kosovo Under Temporarily Protected Status

Following the publication of a formal regulation in the *Federal Register* on June 9, Attorney General Janet Reno designated the Kosovo Province of the State of Serbia-Montenegro under Temporary Protected Status (TPS) from June 9, 1998, through June 8, 1999.

While it is estimated that there are fewer than 5,000 residents of Kosovo currently in the United States, qualified appli-

cants are now eligible, through the TPS program, to apply to remain in this country and apply to work temporarily.

Residents of the province must file two forms with the Service to apply for TPS: the TPS application, Form-821, and an application for employment authorization, Form I-765. The latter must be filed even if the applicant does not plan to work in the United States. A \$50 fee

must accompany the I-821 and a \$70 fee must be submitted with the I-765, unless the applicant does not want U.S. work authorization or has received an appropriate fee waiver. In addition, all residents of Kosovo Province seeking eligibility under the program must have continuously resided (and have been physically present) in the United States since June 9, 1998.

### Three Technology Contracts Awarded As Part of STARS Program

INS awarded contracts to three national companies June 26 as part of the new Service Technology Alliance Resource (STARS) Program. Each of the companies—Computer Sciences Corporation (CSC), Electronic Data Systems (EDS), and Lockheed Martin Corporation—will be integrally involved in developing new approaches to helping INS meet its technology needs through the year 2000 and beyond. Totaling up to \$750 million over the five-year span of the contracts, the joint effort is designed to replace the Service's Information Technology Partnership (ITP) contract.

"These three contracts, which develop, implement, and maintain INS systems, are the workhorses of STARS," Deputy Commissioner Mary Ann

Wyrsh said when the selections were announced at Headquarters. "They will impact every aspect of INS' mission, from law enforcement to naturalization and customer service."

The overall STARS program is divided into three components: systems management and integration, performance, and independent verification and validation. On May 1, the Service awarded a separate contract to Science Applications International Corporation (SAIC) Inc., to oversee the development and implementation of activities performed by the component contractors and to help INS develop performance standards to evaluate the work as it is done.

## Service Implements Historic Partnership With DC High School

### *INS to Provide Technology, Volunteers, and Additional Support*

In a special ceremony held June 11 in Washington, DC, INS entered into what is being called an historic partnership with Cardoza Senior High School, the second-oldest public high school in the District of Columbia, whose alumni include actress Helen Hayes and former FBI Director J. Edgar Hoover.

Signed on behalf of the Service by Acting Office of Equal Employment Opportunity Director D. Diane Weaver and by Cardoza Principal Reginald C. Ballard Jr., the agreement is designed to help both institutions share their resources to promote the education of the school's more than 1,500 students.

Through the partnership, INS Headquarters will provide technology infrastructure (such as surplus computers), instructors, and computer lab support; organize Service volunteers to assist with school programs; provide a detailed list of available resources; identify potential internship opportunities at INS for Cardoza students; participate in the school's career day activities; and when possible, fulfill other "special

needs" identified as the joint effort progresses.

In response, Cardoza has agreed to identify areas in which support is needed, use the volunteer resources the Service provides, select students to participate in internships, communicate special needs through the partnership coordinator, and share student talent (through musical performances and art displays, for example) with INS Headquarters and the Office of EEO.

Finally, working together, INS and Cardoza will conduct annual reviews to determine the feasibility of continuing the partnership in the future, beginning in 1999.

Calling the agreement "one of the most historic partnerships" that has been signed at the school, Principal Ballard said that he was "proud to have the agency come to be part of the Cardoza family."

EEO Acting Director Weaver, chairperson of the Service's Partnership Steering Committee, concurred saying, "INS is very excited to start working with Cardoza Senior High School. This is an his-



Acting Director of the INS Office of Equal Employment Opportunity D. Diane Weaver shares a hearty handshake with Cardoza Senior High School Principal Reginald C. Ballard Jr. following the signing of the school's partnership agreement with the Service.

toric agreement, and we look forward to you visiting us both at Headquarters and around the country."

"Truly," she concluded to a rousing round of applause, "leadership excellence does start here."

Other participants in the signing ceremony included JoAn Taylor, chief of the EEO Office's Affirmative Employment Programs Branch, and Senior Army Instructor Major Conrado E. Notyce of Cardoza's Junior Reserve Officer Training Corp (ROTC) program.



## A Retiring Presence

Commissioner Meissner presented Richard N. Ulrich with a special certificate recognizing his efforts as director of the Service's Growth Management Initiative upon his retirement in late May. During his more than 15 years with INS, Ulrich also served as a special assistant to the deputy commissioner and as the director of the Office of Training. Before coming to INS, he worked for the Drug Enforcement Administration, Department of the Interior, and other Federal agencies.



## Joint Effort With Social Security

### ADMINISTRATION COMBATS FRAUD

Working with the Social Security Administration's Office of the Inspector General, INS' El Paso district has successfully concluded a two-year investigation designed to stop Social Security fraud on the border. In all, "Operation Stop" led to the termination of benefits for 165 Mexican residents who had falsely claimed U.S. residence in El Paso in order to collect Supplemental Social Security Income (SSI). The overall savings to the U.S. government as a result of the joint agency operation has been projected at more than \$3 million, according to local officials.

"With interagency cooperation between INS and the Social Security Administration, we will continue

to vigorously enforce U.S. laws and work to prevent fraudulent benefits [from being provided] to recipients of Social Security or any other Federal benefits," El Paso District Director Luis Garcia said after the operation was concluded.

Formally a component of the Southwest Tactical Operations Plan, "Operation Stop" was begun in November 1996 and ended in April of this year. Over the course of the initiative, more than 2,100 people receiving SSI in the El Paso area were targeted and screened for fraud through the combined efforts of INS and Social Security Administration Special Agents.

### Commissioner Unveils New San Diego Sector Headquarters

*New Facility is Largest Border Patrol Building in the Nation*

Commissioner Meissner was the keynote speaker at a special ceremony in Chula Vista, CA, May 27 where the nation's newest Border Patrol facility was dedicated. The building, which replaces a series of smaller buildings and trailers that had served as the temporary San Diego sector headquarters, will house a total of 130 Border Patrol agents and staff. At 59,000 square feet, it is also the largest such facility in the nation.

Bringing a variety of Border Patrol departments together under one roof is expected to improve interactions between operating units, along with increasing access by line agents to

supervisors. The facility also has expanded space for training and other education activities.

"As we maintain and expand upon the gains that we have achieved with Operation Gatekeeper," the Commissioner said in her remarks during the dedication ceremony, "it is more crucial than ever that we coordinate our efforts effectively. Moving these Border Patrol functions into one facility will help us do that, and better prepare us to meet the challenges ahead."

Also attending the opening were a wide range of state, local, and city elected officials, as well as representatives from state and



Commissioner Meissner stands with members of the Imperial Beach, CA, Border Patrol Explorers Unit prior to the ribbon-cutting ceremonies for the new San Diego sector headquarters. (Photo courtesy San Diego Border Patrol Public Affairs)

Federal law enforcement agencies who were hosted by Western Region Director Johnny Williams.

### El Paso District Lights a "Candle of Hope" for Sick Children

Officers from the El Paso, TX, district teamed up with the city's "Candlelighters" organization April 18 to help bring some cheer into the lives of several critically ill children.

Assistant District Director for Investigations Roberto Saenz, Special Agents Joel Battle and Pat Schumacher, and Inspectors Robert Flickinger and Robert Gross each volunteered their time to help brighten the day for a group of children stricken with cancer, bringing the kids to the El Paso ranch of Assistant U.S. Attorney Brandi Gardes for a fun-

filled day full of horseback riding, games, and a real Texas Bar-B-Que. The children and their families had a wonderful time, and were able to experience many outdoor activities that they rarely get to enjoy due to their illnesses.

The ongoing partnership between the El Paso district and the Candlelighters is one way that the Service "lights a candle" in the lives of those less fortunate and "goes the extra mile" to serve the community.



## Work of Chicago Special Agent Leads to \$2.3 Million Cash Seizure

It wasn't exactly like hitting the lottery, but it was close. On April 15, Special Agent Monica Mapel, assigned 13 months ago as an INS liaison to a DEA enforcement group, got a tip from an informant that something big had been delivered to a building on Chicago's northwest side. Based on this information, she and her group conducted a search of the area, seizing two large cardboard boxes.

Upon opening the boxes, Mapel found exactly what she was looking for: nearly \$2.3 million in suspected drug money that was so heavy it took three Special Agents to carry it away. The case is now believed to be the largest single currency seizure ever conducted by the DEA's Chicago office.

Mapel joined the DEA group when the agency was looking to add some INS expertise to its intelligence base. She was assigned full-time in March 1997 as the case agent/co-case agent of "Operation Hubcap," which was designed to target a group of permanent resident and illegal Mexican nationals suspected of trafficking major quantities of cocaine and marijuana into the Chicago area. She has worked closely with the group ever since.

"Monica is an exemplary Special Agent, and INS is extremely proud of her dedicated efforts on this DEA Enforcement Group," Thomas Farris, assistant district



Chicago Special Agent Monica Mapel shows off the \$2.3 million in cash seized during a recent district enforcement action.

director for Investigations in Chicago said after the money was seized. "She displays true courage and dedication in her work, and the agency highly commends her for a job well done."

According to Farris, this is not the first large seizure in which Mapel has assisted. In March 1997, he said, after just one week on the DEA assignment, her efforts led to the seizure of 12,000 fraudulent immigration documents at Chicago's Midway Airport.

## News of Note:

### INS Working to Break Down Barriers

According to a report released February 13, INS is doing much to break down the barriers that disabled employees face in accessing Service facilities nationwide. Signed by Affirmative Employment Programs Branch Chief JoAn Taylor, Acting Director of the Office of Equal Employment Opportunity D. Diane Weaver, Executive Associate Commissioner for Management George H. Bohlinger III, and Commissioner Meissner, the report indicates that among other site-specific improvements made in FY97, the Service:

- Collaborated with building management in the Central Region to ensure that handicapped parking spaces were available during construction projects;
- Rebuilt the east entrance ramp to the Chet Holifield Federal Building in Laguna Niguel, CA, to comply with slope requirements for persons in wheelchairs designated in the Americans With Disabilities Act (ADA);
- Installed electronic doors, modified additional bathrooms, and allowed sight-impaired/blind employees in the Los Angeles to attend the Braille Institute to learn computer skills and software applications;
- Purchased a special evacuation chair designed for use by individuals in wheelchairs during emergencies, installed Braille office signs, and provided automated access entry to the parking lot in the Phoenix, AZ, district; and
- Amended public job notices to included a Telecommunications Device for the Deaf (TDD) number to accommodate deaf and hearing-impaired applicants within the Eastern Region who want to use the Service's Telephone Application Processing System (TAPS).

"I ask all employees...to work with me to expand opportunities within INS, eliminate discrimination, and enhance diversity as we build a more productive and effective organization," the Commissioner wrote in the letter introducing the report. "I am personally committed to taking whatever actions are necessary to ensure adherence to this policy."

## Alaska's 'Operation Regain' Leads to Multiple Successes

### INITIATIVE MODELED ON "OPERATION RESTORE" IN PHOENIX DISTRICT

An employer sanctions initiative known as "Operation Regain," the first phase of which was conducted in the Anchorage, AK, district in May, has been credited with the identification of more than 160 unauthorized workers and 300 counterfeit documents.

Modeled after the Phoenix, AZ, district's "Operation Restore," "Regain" was designed to help educate Alaskan employers about the process used to verify worker authorization, as well as freeing up jobs for legal workers in the state.

In the first three weeks of May alone, four Anchorage Special

Agents, assisted by a senior Special Agent from the Phoenix district and Anchorage district Investigations personnel, investigated more than 150 businesses within the district, inspected more than 5,000 I-9 employment authorization forms and identified 162 unauthorized workers. In addition, 235 employees were identified as requiring reverification of their employment eligibility, 300 counterfeit documents (primarily I-551 forms and Social Security cards) were found, and four businesses were issued Notices of Intent to Fine (NIF) for failing to present I-9 forms on

their employees. It was expected that some of the businesses would be issued NIFs for either "continuing to employ" or having "knowingly hired" undocumented workers.

As part of the operation, more than 100 businesses also attended an INS-sponsored employer education seminar held in Anchorage on May 19, with representatives of the U.S. Department of Labor, Alaska Unemployment Security Division, and Alaska Welfare-to-Work Program in attendance to provide employers affected by the operation with access to legal replacement workers.

### INS Hosts Second Annual Alien Smuggling Conference in Budapest

As part of its continuing efforts to ensure that the Service is cooperating as completely as possible with other Federal and international law enforcement agencies, INS hosted representatives from 20 countries and five continents at the Second Annual Regional Alien Smuggling Conference in Budapest, Hungary, during the week of May 18.

Considered a success by the attendees, the conference specifically focused on processes to help combat organized alien smuggling and trafficking in women and children. Accordingly, the first day of the conference was dedicated to presentations by several subject-matter experts, with second day focusing on presentations by representatives from the countries in attendance on alien trafficking issues—especially those related to women and children. The conference's final day was used to codify and catalogue the information developed in the preceding days, with liaison/information-sharing channels identified and provided to all participants.

In addition, legislative issues were addressed, with matrices developed for each attending country, illustrating items such as prosecution limitations

for alien smuggling and related crimes. It is expected that these matrices will be submitted for review by the appropriate ministries, which will recommend changes if necessary. Systematic problems relevant to intelligence data sharing and international investigative procedures were also discussed at length, and potential solutions identified. Finally, as a result of the presentations, along with small-group meetings, several informational papers were developed that will allow attendees to share information developed at the conference with their colleagues.

According to INS attendees, the conference is expected to produce tangible results in enforcement operations relevant to anti-trafficking/smuggling efforts. The international dialog exhibited at the conference and willingness of participating agencies to share information was considered an example of the "open and unified approach necessary to disrupt organized alien trafficking and smuggling activities" worldwide.

INS and other Federal agency participants in the conference stand together at the Department of State office in Budapest. Pictured (l. to r.) are: John Hughes, OIC Copenhagen, Denmark; Dennis Peruzzini, DDD, Rome, Italy; Charles Huffman, CPA, Glyncro, GA; Joseph Martin, OIC, Nairobi, Kenya; James Puelo, Department of State; Brian Vaillancourt, OIC, New Delhi, India; Harold Woodward, assistant OIC, Vienna, Austria; Greg Archambault, assistant OIC, Athens, Greece; Jim McClain, ADDI, Bangkok, Thailand; Melody Jackson, HQIAO; Anne Arries-Corsano, OIC, Moscow, Russia; David Heri, assistant OIC, Frankfurt, Germany; Jean Christiansen, former OIC, Vienna, Austria; Neville Cramer, HQIAO; Bettina Maglock, FSN, Vienna; and Gregory Smith, DD, Mexico City, Mexico.



# UPDATE:

## RECORDS MANAGEMENT

### A RAPID Update

While the House Appropriations Committee has delayed its decision regarding the Records and Processes Improvement Design (RAPID) project—which would result in the formation of a National Records Center—the Office of Files and Forms Management (HQFFM) and the Office of Records (HQREC) are investing in efforts that promote the project's underlying goals.

Resources will be invested in projects that support the Office of Naturalization Operations (HQONO) to ensure data integrity throughout the naturalization process and reduce the casework backlog while addressing fundamental records problems affecting the Service as a whole.

There are three major categories of closely related projects being undertaken—Underlying Infrastructure, Naturalization Data Integrity, and Records Cleanup—each of which is explained in more detail below. All the projects are expected to be very labor intensive and will require contractor support.

#### ***Underlying Infrastructure.***

Improving the records infrastructure is a prerequisite for supporting HQONO and preparing for the RAPID project. For example, in some districts there are backlog problems in closing out cases (a data-entry problem), file consolidation needs, and file

retirements. To address these issues, we must assist districts with space and contract labor support.

Training is another important issue, and will be geared to effect a long-term change in the thought process—and even the culture—of the records environment. Our plan is to conduct a "Records Training Boot Camp," which will communicate expectations, policies, and procedures to meet the requirements for an effective records operation.

The operational requirements and scope of the Receipt and Alien-File Accountability and Control System (RAFACS) and Central Index System (CIS) have also changed since their initial development. Both systems will therefore undergo application modifications to enable information and statistics to be provided on a national level.

#### ***Naturalization Data Integrity.***

The re-engineering of the naturalization system has brought about new case-tracking challenges at all stages of the process. To meet these challenges, we have proposed a way to track casework through RAFACS that will involve setting up a system at the four Service Centers and six district offices with the largest naturalization caseloads.

Standard "responsible party" codes will also be set up for these offices, establishing "buckets" for the files associated with the differ-

ent stages of the naturalization process. For example, one responsible party could be established for cases awaiting fingerprints. The movement of files through the various buckets will be observed over time, allowing the process to be controlled and providing a way to develop national statistics on naturalization applications.

***Records Cleanup.*** A significant issue within the Service is the number of files appearing on "lost file reports." With many field offices stretched for human resources, and an ever-increasing records workload, the ability to perform ongoing audits of file holdings has been greatly impaired. In response to this problem, a National File Audit has been proposed in which virtually all of the agency's holdings will be inventoried. Information from the audit will then be used to update CIS, resulting in a decrease in the number of lost files. The composite information will be used to identify and eliminate multiple Alien (A) and Temporary (T) Files, and to begin a large-scale file reconciliation project.

Although all the projects described above are labor intensive, once completed they will establish a foundation for achieving the goals of the RAPID project, which will in turn result in a successful transition to a National Records Center in the future.

## News You Can Use:

### PREVENTING THE TRANSMISSION AND SPREAD OF TUBERCULOSIS

*The following article was prepared by Carol L. Lindsey, ARNP, to help Service employees understand the nature of tuberculosis and help prevent its transmission. For more information on this or any other medical issue of concern, contact the INS Health Services Division at 1-800-482-4876.*

Tuberculosis, or "TB" as it is commonly known, is caused by tiny airborne germs that can spread if a person with active or contagious TB of the lungs coughs, sneezes, shouts, or speaks forcibly. Anyone near this person can then breathe TB germs into their lungs.

Most people who become infected with the TB germ do not contract the disease. Instead, their immune system protects them with special germ fighters that isolate the bacteria in the cells lining air sacs in the lungs, and the TB germ becomes dormant. In some cases, however, the germs can awaken, break away from these sacs, and cause the disease. Active TB often occurs in persons whose immune systems have been weakened by age, disease, improper nutrition, or the use of immunosuppressive drugs. The germs, and thus the infection, can only be spread by persons with active tuberculosis.

**The TB Skin Test.** A TB skin test is available to determine if you have been exposed to tuberculosis. This test is usually done on the arm. A needle is used to put a small amount of a testing material called tuberculin under your skin. In a few days a medical provider will check to see if there is a reaction to the test. If the test is negative and you are exposed to detainees, inmates, or new immigrants you should have a similar test each year. If the test is positive, your provider will recommend a chest x-ray. If this x-ray result is negative, it is unlikely that you have had a reac-

tion to any TB exposure. If you work with detainees, inmates, or new immigrants on a regular basis and have a history of positive tuberculin tests, you should also have a chest x-ray every one to two years.

If someone is suspected of having TB, it is important that they are isolated in a special negative-pressure room and given special tests designated by a healthcare provider. They will then be given medications that will kill the TB germ, and can typically be released from isolation after seven to 14 days. They should continue to take the medications under direct observation of a medical provider.

**If a Detainee Has Active TB.** If a detainee is picked up from a facility and the medical providers inform you that he/she may have active TB, he or she should be transferred to a facility with a negative-pressure room as quickly as possible. A mask placed on the detainee during the transfer should prevent anyone near him or her from getting TB. After the detainee has been medically evaluated, started on medications, and is ready for release from the negative-pressure room, the INS Health Services Division should be contacted to ensure that the proper care is continued either in the patient's country of origin or at the receiving facility.

Finally, if you are ever working with people who have extrapulmonary TB—TB outside of one's lungs or in another body organ or organs—you do not need to put a mask on this person or wear one yourself. TB can generally be spread from person to person only when there is active lung involvement that allows germs to be sprayed into the air. You also cannot get TB from someone's clothes, drinking glass, a handshake, or a toilet.

### Correction

In the June issue of the INS Communiqué, the name of one participant in the Headquarters Environmental Occupational Safety and Health (EOSH) Division's Workers' Compensation Conference was misspelled. She is Bonnie Montgomery.



## CHANGING UNIFORMS: THE MILITARY OUTREACH RECRUITMENT PROGRAM

It's no secret that INS has escalated its hiring activity. In addition to its minority and college recruitment efforts, the National Recruitment Program (NRP) also targets military service members through its Military Outreach Recruitment Program.

These candidates are often highly skilled, well-educated, physically fit, and culturally diverse. Many have enjoyed the physical test presented to them by the military and are seeking civilian jobs that offer both a physical challenge and the camaraderie they enjoyed while in the armed forces. In addition, many separating military personnel are very interested in remaining with the Federal government because their military service counts toward their retirement, and many of their other benefits would remain intact in their new position.

**Various Recruitment Strategies.** INS is pursuing a number of recruitment strategies to inform and encourage exiting military personnel to consider a career with INS. Working closely with the Department of Defense (DOD), and especially its career transition offices, the National Recruitment Program (NRP) has identified the largest military installations and their key "on-base" points of contact.

Armed with recruitment brochures, new tabletop recruiting displays, and a Border Patrol recruiting video, the NRP staff (assisted by Border Patrol agents) have visited 32 military bases in FY98 alone. At other times, INS participates in job fairs on military bases, as well as large-scale community-based job fairs that are publicized and targeted toward local military bases.

NRP staff are also invited by military transition offices to participate in employee forums and transition workshops and to conduct information sessions on a regular basis. Military base newspapers are often used to highlight our presence, as well as to advertise Border Patrol job opportunities. Finally, each month the NRP sends recruiting flyers via fax to nearly 550 military bases and National Guard offices nationwide.

**Continual Vacancy Listings.** In addition to actual on-base recruitment and outreach, Border Patrol vacancies are continually listed on the DOD Transition Bulletin Board. Exiting military personnel can search this electronic bulletin board for civilian job opportunities, and can apply immediately for Border Patrol positions over the Internet or by phone. The NRP also queries the Defense Outplacement Referral System (DORS) and downloads résumés from applicants who have indicated their interest in a law enforcement career and in working in the Southwest (where most new Border Patrol agents are stationed). These candidates are then mailed a Border Patrol recruitment brochure developed with them in mind, entitled: "You Can Leave the Military Without Leaving the Challenge Behind."



*You can leave  
the military without  
leaving the  
challenge behind.*

It is estimated that nearly 300,000 members of the armed services will exit the military next year. In our quest to increase our efforts to inform and encourage this population to consider the Border Patrol as a career choice, the Military Outreach Recruitment Program will be increasing the number of base visitations, mailing information packages to all of our key military bases, and reaching out to the nationwide system of Veterans' Training and Assistance Centers.

At the INS we are working to inform these highly skilled men and women that "changing uniforms" could be the career move they have been looking for.

## Letter From the Field:

### THE JOHANNESBURG, SOUTH AFRICA GLOBAL REACH OFFICE

On August 3, 1997, the Service sent Acting Officer-in-Charge (OIC) Steve R. Martin to Johannesburg, South Africa, to establish the first INS office in that country. Part of the employee contingent trained to travel worldwide as part of Operation Global Reach, Martin had just over two months to staff the facility and get it running prior to the end of the fiscal year. He shared some of his thoughts about the experience in a recent letter to the *Communiqué*. Excerpts follow:

#### On getting acclimated...

"South Africa has much to offer, and as a native Californian originally from San Diego I've found the weather here identical to home. The major difference is crime, with the rate surrounding the American mission more than 10 times that of New York City..."

#### On the need for an INS office in

**Johannesburg...** "South Africa offers a point of departure for the United States and North America for many African nationals, as well as [immigrants] from the Far East. In fact, it has been reported that over a million undocumented aliens have entered the country over the past two years alone, and the

number continues to grow. The Johannesburg office also is responsible for 12 subequatorial countries within Africa, and with an ever-increasing number of flights to the U.S. and Europe, South Africa has [become] both a source and transit country for undocumented aliens..."

**On challenges met and overcome...** "We had nearly completed the office, only to find that the consulate was to be moved to a new location. As [luck] would have it, the new building was a great improvement over the last, and things have finally settled down..."

"The past nine months have been a memorable challenge, and I'm looking forward to further developments with my South African counterparts," Martin concluded, saying that he was eagerly anticipating the July arrival of incoming OIC Phyllis A. Coven, formerly the director of INS' Office of International Affairs.

If you are currently working in an INS international office and are interested in telling our readers about your experiences since the inception of Operation Global Reach, please send a note to the *Communiqué* at the address on the back of this newsletter.

### Intelligence Staffer Recognized for Interagency Cooperation With CIA

At a ceremony attended by Commissioner Meissner on June 22 at Headquarters, Ben H. Bell III, chief of INS' Intelligence Analytical Branch, received an individual award for his work to improve interagency cooperation between the Service and the Central Intelligence Agency (CIA).

According to the narrative supporting Bell's nomination for the award, he was specifically recognized for his "exceptional role in developing and nurturing the Immigration and Naturalization Service's relationship with the CIA over the past year." In addition, Bell was recognized for his "committed effort to develop a working relationship with [the CIA's] Office of Transnational Issues/Societal Issues Group (SIG), the agency's focal point for the analysis of illicit migration and alien smuggling."

At the award presentation, Todd Egeland, chief of the SIG, noted that while interagency working

relationships can be hard to foster and maintain—and those within law enforcement entities are sometimes even more labor-intensive to manage—Bell's efforts have helped to ensure that INS and the CIA will be able to work more closely together than ever before in the years to come.

Bell, for his part, commended the efforts of his fellow Intelligence staffers in ensuring that the relationship he worked to forge with the CIA has been successful.



Ben H. Bell stands with Commissioner Meissner and the CIA's Todd Egeland.

## Department Presents INS With Three Small Business Awards

In a special ceremony held at the Department of Justice (DOJ) May 12, Deputy Attorney General Eric Holder presented the Service with three FY97 DOJ Small Business Program Awards. Accepted on behalf of INS by Small Business Technical Advisor Rosemary Goldberg, the awards included:

- A Blue Ribbon Standing Award for awarding more than 10 percent of INS' total procurement dollars under the 8(a) Program for Small Disadvantaged Businesses;
- A Red Star Award for exceeding three of seven established small business percentage goals; and
- An Outstanding Achievement Award recognizing the Service's use of small disadvantaged businesses as subcontractors.

In addition to these awards, INS received two honorable mentions regarding procurement dollars awarded to small businesses and those awarded under the 8(a) Program.



INS Small Business Technical Advisor Rosemary Goldberg accepts one of three Department of Justice Small Business Awards from Deputy Attorney General Eric Holder on behalf of the Service.

## P e o p l e   o n   t h e   M o v e

### At Headquarters:

INS Director of Asylum **Jeffrey L. Weiss** has been designated as acting director of the Service's Office of



Jeffrey L. Weiss

International Affairs, effective June 21. Weiss has been with INS for just over two years, having entered the Service in 1996 from his position as acting director of the Community Relations Service (CRS). He joined CRS in 1988 as

associate director for the Office of Immigration and Refugee Affairs. He later went on to become its deputy director. From 1981 until joining CRS, he worked for the U.S. Small Business Administration (SBA) as the director of the Office of Management and Technical Assistance in the Minority Small Business Division. Prior to that, he was the deputy director of the Washington District Office of the SBA, state and local government

manager in the Office of Private Sector Initiatives, and a policy analyst in the SBA's Office of Policy, Planning, and Budget.

Weiss replaces **Phyllis Coven**, who has been appointed director of the INS office in Johannesburg, South Africa.

**Andrea Pierce** has been appointed on detail by the Commissioner as assistant to the executive director of the Office of Naturalization Operations. Pierce has worked for INS since 1988, when she joined the Service as an Immigration Inspector in St. Louis, MO. She transferred to Los Angeles, CA, in 1989 and was promoted to Supervisory Immigration Inspector at LAX in 1991. Moving to Headquarters in 1992, she became an Assistant Chief Inspector and also served as acting special assistant to the Assistant Commissioner for Inspections. She served as the acting district director for Examinations

in Atlanta, GA, from 1997-98 as part of her participation in the Executive Potential Program.

Adjudications Information Specialist **Renee DeShazor** has been selected as the collateral-duty Headquarters Federal Women's Program (FWP) manager. As a Special Emphasis Program Manager within the Headquarters Office of Equal Employment Opportunity (EEO), she will be responsible for assisting INS managers and supervisors in ensuring that changes are implemented to overcome any barriers to equal employment opportunity for women Servicewide.

### In the Field:

Acting INS Director of International Affairs **Jeffrey L. Weiss** has announced the appointment of three new asylum office directors. **Marla J. Belvedere**, has been selected as the director of the Service's Arlington, VA, asylum office. She joined INS in 1991 as an asylum officer, and was later pro-



Marla J. Belvedere



## P e o p l e o n t h e M o v e

moted to a supervisory position within the Newark, NJ, asylum office.

She was selected as an asylum officer at Headquarters in 1993, where she worked until her appointment as the Arlington office director in September of last year. In 1995, while working for INS, she received an award from Binghamton (NY)

University for public service for her work with refugees.

**Susan Dibbins**, who joined INS as an asylum officer in the Newark,

NJ, office in 1992, has been selected as the director of that office. She had previously been promoted to the position of supervisory asylum officer in 1995, and was named the deputy director of the Newark office in 1996. A graduate of Tufts University, she has also completed an intensive one-year language and history program at Beijing University in Beijing, China.

Finally, **Robert V. Looney**, who joined the Service in 1978 and has held a variety of positions ranging from supervisory immigration inspector and assistant district director for Examinations in El Paso, TX, has been selected as the new asylum office director in Los Angeles, CA.

With experience in overseas fraud deterrence and enforcement, he also previously served as the officer-in-charge in Vienna, Austria.

"Marla, Susan, and Bob are three talented, highly energetic leaders," Weiss said when the selections were made. "I am confident that they [will] greatly enhance the Asylum Corps' ability to perform our new NACARA and expedited removal adjudicative missions."



Susan Dibbins



Robert V. Looney

## I n M e m o r i a m :

The Immigration and Naturalization Service suffered a terrible loss in early June, when Alexander Kirpnick, 27, became the first U.S. Border Patrol agent to be lost in the line of duty in 1998.

An agent in the Service's Tucson, AZ, sector for the past two years, Kirpnick was responding to a sensor hit

with his partner when they came upon a group of suspected marijuana traffickers. Upon attempting to apprehend the alleged illegal aliens, Agent Kirpnick was shot by one of the suspects, while the others fled on foot. Following a massive man-hunt that involved the INS, local law enforcement agencies, the Federal Bureau of Investigation (FBI) and Mexican authorities, a suspect in the shooting was arrested near the site of the incident.

Remembering her brother, Agent Kirpnick's sister Zhanna recalled that he came with his family to the United States from the Ukraine in 1988, and enjoyed the rigorous outdoor work in which the Patrol is involved each day. He had many friends in the sector, she said, was an avid reader, and spoke five languages: English, Spanish, Russian, Yiddish, and Hungarian.

Agent Kirpnick was praised by Tucson Sector Chief Ron Sanders as someone who was well-liked and respected by all those with who had the good fortune to know him. In his memory, the Douglas, AZ, port-of-entry was temporarily closed on June 3 while INS employees observed a moment of silence in Kirpnick's honor.

He is survived by his mother and father, and his sister, all of whom live in Southern California.



U.S. Border Patrol Agent Alexander Kirpnick

## Communi<sup>INS</sup>que

The **INS Communique** is published by the Headquarters Office of Public Affairs to inform employees of the Immigration and Naturalization Service about official and unofficial activities. Readers are invited to submit articles, photographs, and letters to the editor. Write to INS Public Affairs, Washington, DC 20536; or ☎ (202) 514-2648. This newsletter and other useful information also are available on the Internet through the INS web site at <http://www.ins.usdoj.gov>.

Doris Meissner  
Commissioner

Julie Anbender  
Acting Director, Office of Public Affairs

Mitch Katz  
Editor

Cover: El Paso Sector Border Patrol Agent Jesus Rodriguez stands in front a public safety sign posted at the intersection of the Texas, New Mexico, and Mexico international boundary. Such signs are but one tool the Service is using as part of a new border safety campaign being implemented jointly between the United States and Mexico (see story on page 5).